

Oral History Cover Sheet

Name: James Pulliam

Date of Interview: May 18, 2004

Location of Interview: Eagle Lake, Canada

Interviewer: John Cornely

Approximate years worked for Fish and Wildlife Service: 36 years 1958-1994

Offices and Field Stations Worked, Positions Held: GS 5 Assistant Refuge Manager at Mingo National Wildlife Refuge, Missouri; spent time at Port Louisa National Wildlife Refuge and Keithsburg Unit of the Upper Mississippi National Wildlife before becoming GS 5/7 Refuge Manager at Upper Mississippi River National Wildlife Refuge; GS 9 Assistant Office Supervisor in Aberdeen, South Dakota; GS 9 Project leader for Management of Waterfowl Production Areas out of Waubay National Wildlife Refuge, Webster, South Dakota; GS 11/13 Refuge Manager at Lacassine National Wildlife Refuge, Louisiana; GS 12 Assistant Chief Branch of Programs for the Division of Wildlife Refuges, Washington D.C.; Assistant Regional Supervisor for Division of Wildlife Refuges for Region 2, Albuquerque, New Mexico; GS 14 Assistant Chief of the Division of Wildlife Refuges, Washington D.C.; Acting Chief for Division of Wildlife Refuges, Washington D.C.; GS 15 Chief of the Division of Wildlife Refuges, Washington D.C.; Associate Director's Office as Acting Deputy Associate Director, Washington D.C.; GS 16 Deputy Associate Director for Fish and Wildlife Management (renamed Deputy Associate Director of the National Wildlife Refuge System in August of 1979) Washington D.C.; ES 4 Acting Regional Director in the Twin Cities, Minnesota; ES 4/5 Regional Director of Atlanta Regional Office, Atlanta, Georgia

Most Important Projects: Small Wetlands Program; National Objectives and Policy for the Wildlife Refuge System, Alaska Native Claims Settlement Act, Bicentennial Land Heritage Program, a levy project at Keithsburg Unit at Upper Mississippi National Wildlife Refuge

Colleagues and Mentors: Lyle J. Schoonover, Arch Mehrhoff, Milt Reeves, Forrest Carpenter, Harvey K. Nelson, Bob Johnson, Larry Givens, Charles A. Hughlett, Harry Stiles, Dr. William E. Green, Marcus C. Nelson, Gordon Nightingale, Lynn Greenwalt, Merwin A. Marston, Dave Olson, Jo Quinter, Bob Peoples, Fred White, Richard A. Myshak, Bill, Reffalt, Bob Jantzen, Ray Arnett, Nat Reed, Don Young

Oral History Cover Sheet

Continued

Most Important Issues: marsh and water development, forming new refuges, acquisition of wetlands, grazing programs, pest plant control, budgets, oil and gas development, recruitment of personnel

Brief Summary of Interview: Mr. Pulliam starts off talking about early life, going to college, getting married and starting a family. He talks about getting hired on with the Fish and Wildlife Service, the various refuges and offices he would work at, programs he worked on, projects, and issues faced on various refuges. Mr. Pulliam started out as a GS 5 assistant manager and would retire as an ES 5 Regional Director for Region 4 in Atlanta. During his time with the Service he would be awarded with the Meritorious Service Award and the Distinguished Service Award before his retirement in 1994.

Keywords: biography, history, employee, biologist, refuges, manager, SES, banding, waterfowl, timber management, water management, pest plant control, wildlife censuses, co-op's, law enforcement, wetlands, waterfowl production, grazing programs, marsh and water management, cooperative farming programs, economic use programs, trappers, hunting, management, National Objectives and Policy for the Wildlife Refuge System, resource management, wildlife studies, Alaska Native Claims Settlement Act, budgets, Maintenance Management Program, program analyst, Director of regional office, Animal Damage Control, migratory birds, mammals and non-migratory birds, interpretation, recreation, Youth Conservation Corps, Bicentennial Land Heritage Program, recruitment, Senior Executive Service (SES), Meritorious Service Award, Distinguished Service Award, design of new FWS Patch.

John Cornely: This is John Cornely, member of the Service Heritage Committee, and today our narrator is Jim Pulliam, who retired from the Fish and Wildlife Service as the Regional Director in Atlanta.

Jim, first I'd like you tell us some background information about where you grew up and your education and anything along that line that you would like to put on this tape.

James Pulliam: Okay John. I was born in Henderson, North Carolina on May 13, 1936. This is about 40 miles north of Raleigh, in Vance County, North Carolina. My parents were James Pulliam, who grew up in Halifax County, Virginia. My mother was Rena Abbott Pulliam, who grew up in Vance County, North Carolina.

My dad grew up on a farm in Virginia. He worked, probably an eighth grade education is as much as he ever achieved, he worked on a farm when he was a young guy and then subsequently worked on a dairy farm, he had jobs as a waiter. I think his first big job was on the railroad; he was a fireman on steam locomotives that basically ran between Raleigh, North Carolina and Richmond, Virginia, back and forth. In the early 1940s he built a grocery store, a small grocery store, and ran that basically until he retired in the 1980s.

My mom was a high school graduate, she graduated from a school in Vance County. Most of her life she was a housewife, although she did work in my dad's grocery store quite a bit of time.

We lived on the edge of town, not in the country but sort of on the edge of town. We had a few trappings of country life, like we had a few chickens, pigs, things like that, for a little while. Then basically the town grew out around us and of course we had to change the chickens and pigs operation.

The jobs I worked at when I was a young guy was I worked in my dad's grocery store, certainly during junior high school and high school I worked there pretty much most summers. I also worked some on my uncle's tobacco farms, and that was in the earlier years, 11, 12, 13 years old, something like that.

I went to school in Henderson, I graduated from Henderson High School in 1954. Of course, my grade school was there in Henderson. Then in the fall of 1954, after I graduated from high school, I entered North Carolina State College at the time in School Forestry. I stayed there the fall semester and at the end of the fall semester I left and went and entered in Lewisburg Junior College, which is in Lewisburg, North Carolina in the spring semester of 1955. While I was in high school I had been offered a basketball scholarship at this junior college, and basically when I left State I attended Lewisburg on a partial basketball scholarship for a year. I also played baseball, I lettered in baseball and basketball there at Lewisburg. I stayed there during the spring of 1955 semester and then the fall semester of 1955.

Then, in the spring semester of 1956, I went back to North Carolina State as a sophomore. When I went back I transferred out of the School of Forestry into the School of Agriculture, or School of Zoology actually, and majored in Wildlife Conservation and Management there at NC State. My junior year, the summer of my junior year, I was married to Jean Lassiter.

Then in my senior year, about a month before I graduated, my first daughter was born, Angela. Shortly before graduation, with a family, of course, one of the first thoughts you have is finding a job, and I applied to several state conservation agencies and I took the Civil Service Exam and it was, I guess, sent to Washington. I was also on a Civil Service Register for a wildlife biologist and also a fishery biologist.

John Cornely: Jim, when you graduated from college what did you have in mind? Did you want to go to work for a state agency, a federal agency, or did it matter to you?

James Pulliam: Well, I really at the time had no preferences. As I said early, I needed a job, I wanted a job in the field of Wildlife Management because by that time I decided that's what I wanted to do. I grew up hunting and fishing, a lot of which I got from my mom because she was an avid fisherman and we fished a lot together when I was growing up. My dad was busy at the grocery store and he had very little time to do that but my mom was very interested in that sort of stuff. I can recall times her picking me up at high school and our going fishing and fishing until dark. So those are some of my early memories of my first experiences of wildlife. So I really didn't have a preference as it related to state or federal government, I was just basically looking for employment.

Shortly before I graduated I got a telegram from the Civil Service Commission, basically telling me that I had passed the Civil Service Exam and that I was on the Civil Service Register for a wildlife biologist GS5. Shortly before I graduated then, I got a teletype from the Fish and Wildlife Service in Minneapolis. Even though I grew up in the southeast, somehow I ended up on a Minneapolis job application list. They basically sent me a teletype that asked me if I would accept, if offered, a GS5 refuge manager position at Puxico, Missouri or Seney, Michigan. I responded in the affirmative that I would. Not too long after that I was made an offer of the job in Puxico, which, of course, was at the Mingo National Wildlife Refuge. I wrote back, sent them a teletype back that I would accept that position. So I graduated like I think it was early June and then in late June I rented a U-Haul trailer and packed my wife and my 6-week-old daughter in the car and away we went to southeast Missouri. Of course, I'd never been much further west than Knoxville, Tennessee at the time; I had an aunt and uncle who lived in Knoxville, so it was a great adventure for us, leaving home and heading out to Missouri.

So that's how I ended up at Mingo. Quite frankly, when I got the offer, I really wasn't sure what exactly the offer was because, as I said, the offer said a refuge manager GS5 Puxico, Missouri or Seney, Michigan. So, I went over to the school library and started looking up Fish and Wildlife Service and trying to find out what facilities were at Puxico, Missouri and Seney, Michigan and found out they were National Wildlife Refuges. Then

I did a little research on exactly what they were all about. It sounded like the kind of work I would like to do and so that's why I accepted the job when it was offered.

So I reported to duty at Mingo on June 30, 1958 as a GS5 refuge manager trainee. Actually, my EOD (entry on duty) date was June 29, 1958, which was the start of a two week pay period, a Sunday, and my first day at work was actually on Monday, June 30. I started as a refuge manager GS5.

Originally the job paid \$3680.00 a year. In those days the federal government operated on a fiscal year that ran from July 1 to July 1, and a pay raise had been approved for federal employees starting July 1, and my salary went from \$3680.00 to . . . in fact, it was the first pay period of the new fiscal year, which meant the pay raise came into effect in the pay period of June 29. So basically, I started to work at \$3680.00, and like the first day I went to work, almost, my salary went to \$4040.00 a year. And then on Friday, of course, that was July 4th, that was a holiday, and I figured, 'geeze, this is the place to work --- I get more money before I even get started and I get a holiday the fifth day!' So I thought that was a pretty good deal.

The refuge manager at Mingo at the time was Lyle J. Schoonover. There was a staff of about six people at Mingo, as I recall, including myself and the refuge manager, with some temporaries working at the time. Although the manager had just received word that the upcoming fiscal year didn't look too promising and all of the temporary laborers had to be terminated. Which was my first experience with the changing budgets and the federal bureaucracy.

My first job at Mingo was basically, although I was listed as assistant refuge manager and the position description said things like assist with supervision of staff, etcetera, there was very little of that because basically these people were seasoned employees; the maintenance man, the mechanic, the clerks did their jobs, they didn't need that. The manager pretty much ran the show. My job was pretty much an on-the-job training type experience. Learning the administrative details of running a refuge, some of the basics of supervision of staff, although I didn't get too involved in that. But I got involved in most of the refuge type activities.

I remember my first job was planting millet on mud flats, which was an exciting experience. Because basically I had a cyclone seeder, which is basically a seeder that fits around your neck and it's got a crank on the side of it and you fill this bag up with millet seed. You walk through these mud flats, sinking about ankle deep in mud, and you're

spreading millet seed on the mud flats. I can remember, and Missouri is pretty warm in June and the sun was pretty hot, and I can remember getting some pretty good sunburns doing that.

But it was one of my first experiences with moist soil management. We were planting millet, and of course the millet would germinate on the mud flats and then subsequently as it grew, toward the fall, we'd put water on it, and of course ducks would find a lot of seed to eat and they use them quite extensively.

I did other things like on most refuges we checked wood duck boxes, we had lots of wood duck boxes out. I got involved in the farming programs, such things as planting wheat for geese, green browse for geese. We did some duck banding for wood ducks. There was a rice farming operation at the refuge; we had a rice allotment, we had a co-op farmer who did the actual rice farming. We did some timber management, water management and, as I said, farming programs. And, of course, this is around the refuge and Mingo is about 23,000 acres, if I recall correctly, and the roads and buildings and vehicles and farming equipment and such things, which all require maintenance. So I got involved in some of that. I also got involved with pest plant control, wildlife censuses, and that's basically how the first year went at Mingo.

And then, when I was at Mingo, maybe 10 months or 11 months after I'd been there, the manager received a call from Minneapolis asking if I would be interested in a position in Iowa, on the Upper Mississippi [National Wildlife & Fish] Refuge. If I was interested, then they were planning to send me up on a detail prior to the time. The manager who was there at the time was quitting, going on to employment elsewhere, and they wanted me to go up and spend some time with him prior to his leaving. And I did. So I went up and spent some time with him in Wapello and at the [Port] Louisa [National Wildlife Refuge]-Keithsburg units of Upper Mississippi River.

Then in June I moved to Wapello and found housing in Wapello, actually it was July 6, 1959. Promoted to a GS7, which carried a salary of \$4980.00 at the time.

The Upper Mississippi Wildlife Fish Refuge was a large refuge, stretching from Minnesota all the way down to Illinois. At the time, the Service was planning to break off the lower unit, the lower parts of the Upper Mississippi, and establish a new wildlife refuge called the Mark Twain National Wildlife Refuge, to be headed by Arch Mehrhoff, Loyal A. Mehrhoff, who had just been moved to Quincy [Illinois] to manage that part of the refuge. My job was basically a district manager, managing two units of the refuge. Mark Twain [NWR] had, I think, at the time five separate units, rather small units, and I was to manage the two northern most units from Wapello, Iowa. So I got there in July of 1959.

My first job, there was a major levy project ongoing at the Keithsburg unit, and the Service named me as the construction inspector, I guess was my title for that. Basically, my job was to watch the construction of the levy, to make sure that the levy was constructed according to the specifications of the contract. There was a water control

structure involved that I also was to oversee that operation. Of course, we had engineers coming down from Minneapolis on a periodic basis to look at the levy, to be sure that engineering, it was followed according to specifications.

So, I spent most of my time crossing the Mississippi River, either at Burlington, Iowa or there was a ferry that crossed that I rode across, that went to the little town of Keithsburg from Iowa side. We had, on the Louisa unit we had a 1200 acre farming operation, co-op farming, and it was my job to see that the crops were planted according to all of our crop plans and to make sure the co-op farmer followed the agreement, the cooperative farming agreement, and that crops were planted in accordance with that agreement. We also got involved in quite a bit of law enforcement on the river during waterfowl season. And of course the waterfowl surveys, some banding, not a great deal. Then while I was at Wapello my second daughter was born, in October, 1959.

Then in December, in late December of 1959, the Mark Twain was officially separated from Upper Mississippi River. So at that time we were assigned officially to the Mark Twain National Wildlife Refuge and Mehrhoff became the refuge manager. Prior to that time, he had been reporting to Don Gray, who was the manager at the Upper Mississippi Refuge. I think that pretty much covers the work I did at those two units of the Mark Twain.

Then in July of 1961, the Small Wetlands Program was just getting started in the Dakotas and Minnesota, and the Service had begun a program of locating and finding small wetlands to buy and also to purchase easements on. There were several in those days called River Basin Studies Offices. There were offices at Aberdeen, South Dakota; Jamestown, North Dakota; Devils Lake, North Dakota; and Fergus Falls, Minnesota. The biologists at those offices, and they are basically one man biology stations, had been working, basically trying to curtail the massive drainage that was going on at the wetlands at that time. They provided a lot of the information and data that the Service used to make a decision to go to the Waterfowl Production Area Program.

Then in July, and they had been working on this for a short while, and in July the decision was made that they would add a biologist to each one of those stations, and I was offered the job in Aberdeen, South Dakota as a GS9. So in July, 1961, I moved to Aberdeen, South Dakota to be an assistant to Milt Reeves, who was the office supervisor in Aberdeen. There I found we had a Realty staff and Engineering staff, and basically the job that Milt and I did was working South Dakota, looking for small wetlands to acquire. What we did, basically we would leave Aberdeen on Monday and spend the entire week in travel status, going to various counties in South Dakota, looking for small wetlands.

The first thing that we did was we were going to the SCS [Soil Conservation Service] or the ASCS [The Agricultural Stabilization and Conservation Service] Office and look at all of their aerial photographs and basically map on a section by section, township by township, county by county, all of the wetlands that we could find in the eastern part of South Dakota. Our job initially was in northeastern South Dakota, in the Coteau area of South Dakota; in Day County, Marshall County, Clark [County], Roberts [County],

Deuel [County]. Some of the better pothole country in South Dakota. We also worked McPherson [County], Edmonds [County], Hands [County]; some of the counties west of the James River, in an area basically called the Missouri Coteau.

So we methodically would go county by county and mapping out all of the wetlands and making recommendations on acquisition for fee or fee title easement acquisition on those areas. Once we did that then the realtors would follow up with negotiations with the farmer, and it was strictly a willing seller program and we would acquire these small wetlands from farmers. Once they did that, then the engineering staff would go out and actually survey the areas, locate corner markers and that sort of thing.

So later on in 1961, a decision was made by the Service to expedite what we called the delineation of wetlands, and basically they told us we needed to get all this work done by the start of the next fiscal year.

Small Wetlands [Acquisition] Program was funded by an advance appropriation on the Duck Stamp dollars, and basically we were getting some loans. Congress was allowing us to spend more money than actually we were getting from Duck Stamp revenues. So they made an advance on future revenues to the Service to acquire wetlands at an accelerated rate. But they put a deadline on our getting this job done, that they wanted us to get all of the delineation work done.

So we added some additional biologists late in 1961, early 1962. We had a biologist stationed at Mitchell, South Dakota, as I recall, and one in Miller, South Dakota. Then later on, a year or so later, another acquisition office was opened in Huron, South Dakota.

So the job required quite a bit of travel, mainly northeastern South Dakota. Then when we added the other two biologists, they basically handled most of the south part of South Dakota and southeastern South Dakota and also the area in the vicinity just east of the Missouri River, south central South Dakota.

The other part of our job, and of course, it was a strictly willing seller program, and at the same time, before the Service could acquire wetlands in any county, we had to have the approval of the county commissioners. So part of our job was visiting with county commissioners, explaining our program to them, and getting an official approval for service acquisition in that county. In South Dakota we were quite successful with that, we had very few problems with the county commissioners. Basically, we were assured that as long as this was a willing seller program, that is the farmer could decide whether or not he wanted to sell the property, the landowner made that decision. If the landowner decided he or she wanted to sell their property, then we were free to acquire it.

Now some other areas of the Prairie Pothole Country, North Dakota namely, that wasn't always the case. They had a few problems in some counties in North Dakota. Although I think in time most of those problems were resolved, but certainly early on we did have some difficulties in North Dakota.

In late 1962, basically the delineation job was finished. In other words, I had worked myself out of a job. The reason I was there was to find wetlands, to map wetlands, to make recommendations on which wetlands to buy, and that job was completed. So then it became, the acquisition offices became basically a realty office. These were realtors going out, negotiating, acquiring wetlands that we had recommended for acquisition.

So in February of 1963, I lateraled out of Aberdeen to Webster, South Dakota, which is in Day County in northeastern South Dakota. Again, still as a GS9. At that time I think I was making \$6900.00 a year. Actually, this was my first project leader job because I reported to the regional office and basically Forrest Carpenter was my supervisor, although there were some intermediaries like Harvey Nelson, who basically. . . day-to-day-type supervision was done by assistants to Forrest Carpenter.

My job in Webster was to manage all of the waterfowl production areas in a ten county area of northeastern South Dakota. And by that time quite an acreage of wetlands hadn't been acquired, and these wetlands were all sizes; 40 acres, 80 acres, 320 [acres], some were maybe as much as a square mile [640 acres]. But most of them were rather small, the size and the shape of the acquisition depending largely upon the farmer and how much of his land he was willing to sell. We tried to buy entire wetlands, although in some cases wetlands were owned part by one owner and part of it by some other owner. When I first got to Webster, I was stationed at the Waubay National Wildlife Refuge and shared an office there with the manager in Waubay. The manager at Waubay had, until the time I arrived, had been looking after all of these wetlands. He had a full-time job running Waubay Refuge and he was glad when I showed up, that I could take the management of the waterfowl production areas off his hands.

Later on in 1963, mid 1963 sometime, I don't remember the date, the Service acquired an office in downtown Webster, and that's where I worked until I left. When I got there, the manager at Waubay was Bob Johnson, and Bob and I shared an office. Although it was a rather small office, it was a typical maintenance building with an office in one end of it, a concrete block [building].

As I said, my supervisors were in the regional office, which, of course, at that time was Minneapolis, Minnesota, because at that time North and South Dakota and Nebraska were still parts of Region 3.

My job, as I said, was managing the ten county area of Waterfowl Production Areas, and these properties came to us in various stages of various conditions. My job was converting cropland back to grassland basically. Which we achieved through having adjacent farmers, either through contract or a cooperative farming program, do that work for us.

We basically would allow them to farm the area for a year, at the end of which they agreed they would plant grass seed for us, grass seed that we would supply to them. We acquired the grass seed and basically they were things like big bluestem and little bluestem and some other grasses that were native grasses to the area. We would provide

the drill because it was a little difficult to plant some of the grass seeds because they were so light and were very difficult to plant. We had a special drill that we would loan a farmer and he would go out and actually plant the grass for us.

Another part of the job was to make sure the wetlands and the properties were fenced, we put a fence around most of them. They were all posted. I hired a three man crew at the time to do this work for us. So the crew's job was basically just to fence and post wetlands. The boundaries having been marked by the engineering crew out of Aberdeen. So, I acquired the fencing equipment, and then we would haul it to the various wetlands and the crew would install the fences.

Another job we did, of course, was plugging drainage ditches. Because many of the wetlands, many of the properties we acquired had drained wetlands on them. I think I borrowed a bulldozer from Sand Lake [National Wildlife] Refuge, and during the summertime we had one of the maintenance men from Sand Lake come over and he went from wetland to wetland, plugging drainage ditches.

The other part of the job was basically preparing a written management plan for each one of the units, and that management plan basically outlined all of the work that needed to be done; grass seeding, fencing, ditch plugging, noxious weed control, or whatever needed to be done. In some cases, maybe an old house, an old property and then the plan would go into detail what to do with that property; sell it, tear it down, burn it down, whatever.

We also had an active pest plant control going on because in South Dakota, at the time, if you had noxious weeds on your property like Johnson grass, Canadian thistle, leafy spurge, plants like that, by law we were required to control those, as all other landowners were. So, part of the way we did this was, again, we would contract with adjacent farmers to do this work for us because basically we had very little equipment, manpower was limited. So we would either contract or work out some cooperative agreement with the adjacent landowners to do that for us.

Another thing that adjacent landowners did for us was in South Dakota by law all the road sides adjoining your property had to be mowed prior to the time the first snow came. So we would hire the adjacent farmers, again, to do that type of work for us. With the numbers of wetlands we had, I was kept busy running around, making arrangements with the farmers to have all of this work done.

We also had ongoing grazing programs, in some cases we had ongoing hay programs and that, again, was done through cooperative farmers. Over time we faded out much of the grazing, or at least certainly we reduced the amount of grazing that was going on. Haying basically was discontinued.

The other part of my job was in addition to the lands we owned and fee easement, we had quite a few easements that we had to oversee. In the easement program basically what the Service did was acquire the rights to burn, drain, or fill the wetlands. The farmer

essentially sold those rights to the federal government and agreed he would not burn, drain, or fill the wetlands. So, we had to periodically check easements, and we did this once or twice a year, to ascertain that the terms of that agreement were being lived up to. Some of it we did from the air, some of it we did from ground.

Of course, another part of our job, as on most units of the National Wildlife Refuge System, were things such as wildlife census. I did some law enforcement, although not a great deal.

So that was basically my experience in the Small Wetlands Program in South Dakota.

In early 1964, or late 1963 actually, I was offered a job in Louisiana as manager of the Lacassine National Wildlife Refuge, which is near Lake Arthur, Louisiana, which was quite a change for me, from South Dakota to Louisiana. So it took me awhile to make up my mind if I really wanted to do that. So I took a trip to Louisiana, took a look at the refuge and decided that I would make that move.

So in January of 1964, I moved to Louisiana to be manager of the Lacassine Refuge, which was about 32,000 acres. My supervisor was Larry Givens, who was the regional refuge supervisor in Atlanta, Region 4, and I was promoted to a GS11, which at that time made \$8410.00 a year. We had basically a permanent staff of five; the manager, the assistant manager, clerk, and a maintenance man. Actually four, a permanent staff of four. We also had temporaries that came and worked as needed.

At Lacassine we were involved in all sorts of aspects of marsh and water management. We actually manipulated water on some of our units. Although the main impoundment, Lacassine Pool, was a permanent impoundment and the water level was not manipulated.

We had a Cooperative Farming Program there that we planted green browse for migrating geese, blue/snow geese [Lesser Snow Goose] and white-fronts [Greater White-fronted Goose], a few Canada geese in those days, but not very many. Canada goose migrations through Louisiana had already begun to diminish in the early 1960s.

We had an Economic Use Program, basically involving fur trapping. We had fur trappers on the refuge and they were removing mostly nutria, who can cause problems in marshes by eating up the marshes and causing all kinds of problems.

We designed the first waterfowl hunt at Lacassine while I was there. We had a hay and grazing program. One of the interesting programs that was going when I got there, or maybe it was the first year, was a Canada Goose transplant, where we were actually trying to induce Canada geese to continue migrating to Louisiana. Geese were caught at Swan Lake [NWR], Missouri, hauled by truck to Louisiana, wings were clipped and they were released on the refuge, hoping that these birds would establish a tradition of migrating back to the Louisiana marshes. The program did not work very well, I'm afraid, because I don't think we got very many migrants back from that program.

Again, we were involved in pest-plant control, quite a bit of law enforcement, we had a big recreation program on the refuge, fishing being the primary use.

The other big thing I was involved in at Lacassine that was unique to, not unique to Lacassine, but certainly not something you'd encounter on most refuges, was oil and gas development. We had several ongoing oil and gas explorations at the time, and my job was to work with the oil and gas companies to, as best I could, influence the oil and gas companies in their exploration program to minimize damage to the refuge.

Basically, on the north two-thirds of the refuge the minerals were owned by private parties and they had the right to develop those minerals. The Service actually didn't have a lot to say about how they developed those minerals, but through negotiations we tried to mitigate damages as best we could. And I will say that the oil companies that worked Lacassine would certainly go out of their way to make their program as compatible with the refuge as possible and, in fact, agreed to suspend operations during the major waterfowl migrations. Actually, they did not have to do that, but they agreed to do that at our request. So basically, the oil and gas operation was active from late spring to early fall. That was an interesting aspect of the job at Lacassine.

The other thing at Lacassine that I was first exposed to was actually something other than on the refuge training, was some formal training off refuge. Prior to that time we had very little. In fact, when I reported to duty at Mingo, I recall the manager basically said, "These are the laws you are authorized to enforce." He showed me where the handguns were and said, "If you need to do law enforcement, there's the handguns you can use for protection if you want to do it." But very little formal training in any arenas up until, as I said, in Lacassine. In February of 1966, I went to an International Association of Chiefs of Police conducted supervisor training course in Arden Hills, Minnesota. And several of us refuge managers were sent to that training program. That was about I guess it was a two week training program. We also attended some workshops on duck banding. I remember attending one of those at Reelfoot [Martin Reelfoot Lake Research and Training Center/Reelfoot National Wildlife Refuge].

Then we got involved in pothole blasting, which is basically the use of ammonium nitrate to blast hole in marshes, particularly in marshes that were choked with vegetation that had basically a monotypic type marsh of cattails or bulrush that had been choked out. We would go in, using ammonium nitrate, blast holes in this and add a little diversity to the marsh.

So, those were some training programs I got involved in Lacassine.

Then in 1966, in May of 1966, I left Lacassine and was promoted to a job in the Washington office of the Division of Wildlife Refuges. I entered under there on May 22, 1966 as a GS12, which at the time paid \$10,619.00 a year, and I was the Assistant Chief Branch of Programs for the Division of Wildlife Refuges. That division was supervised by Charles A. Hughlett, Art Hughlett, who was a supervisor of the branch and was my immediate boss.

Basically, our job in the branch programs was to provide for budget preparation for the National Wildlife Refuge System, and ours was the primary input into the Service's budget that went to Congress. So our job was summarizing and consolidating the budget material that we got from the various regions. Rewriting that material from a national perspective and setting priorities and determining priorities of construction projects, funding, O&M [Operations and Management] funding for the various regions.

That was, as I said, the primary responsibility of the branch was the budget preparation. I also got involved in some things like the Maintenance Management Program, trying to formalize a system to establish a formal maintenance management program for the National Wildlife Refuge System.

Part of 1968 and 1969, I was the acting chief for the branch. Then in 1969 or 1970, I think it was, Harry Stiles became the branch chief and Art Hughlett was promoted to the assistant division chief position and Harry Stiles came to us I think from Job Corp at the time. He, of course, had a long distinguished career; one of his jobs being the manager at the Crab Orchard National Wildlife Refuge.

I was basically a program analyst in this branch. As I said, we prepared annual budgets, we prepared supplemental budgets, we got involved in what we called at the PBBS [Planning, Programming and Budgeting System]. We got involved in program scheduling, cost accounting system, review of developmental programs, we also got involved in some personnel management recommendations and training for people.

One of the other interesting jobs that I was involved in early on in that branch was some of the design and implementation of some of the very first basic refuge manager training schools. I remember Dr. William E. Green was brought in to supervise some of the earlier training programs. I remember his coming into Washington and our working together to design the classes and the courses to be taught at the Basic Refuge Manager's School. Which at the time was conducted in Arden Hills, Minnesota. So that was one of the interesting things I remember getting involved with.

I was in Washington from May 22, 1966 until October, 1970. In October, 1970, I left Washington and moved to Albuquerque, New Mexico to the Region 2 Regional Office to become the Assistant Regional Supervisor of the Division of Wildlife Refuges there. My immediate supervisor was Marcus C. Nelson, who was the regional supervisor. My job, basically, was the operations chief for the region. At that time refuges was organized with an operations chief and a planning chief, and Gordon Nightingale was the planning chief and I was the operations chief. Which meant that I was a supervisor for 32 field supervisors in the eight state region. At that time, of course, Region 2 included Utah, Wyoming, Kansas and Colorado, which are now part of Region 6. As I said, at the time it was an eight state region.

While I was in Washington I had been upgraded from a GS12 to a GS13, so when I moved to Albuquerque, I did so at a lateral, it was a lateral move from GS13 to GS13 job. At that time, GS13 salary paid \$18,437.00 a year.

John Cornely: Damn, salaries have gone up!

James Pulliam: As I said, my primary job was a line supervisor for the refuge managers in the eight state region. They were involved in master planning, management plans. I reviewed management plans with the managers, approved management plans; such things as their cropping programs, their water management programs, all aspects of the refuge work, their annual work plans and, of course, I was involved in the allocation of funds, personnel and equipment. All of this done, of course, in consultation with the regional refuge supervisor.

That, of course, was one of my better jobs I thought. Unfortunately, in January of 1972, I transferred back to Washington [or I should say fortunately, actually]. I was promoted to GS14, as the Assistant Chief of the Division of Wildlife Refuges. At that time the chief of refuges was Lynn A. Greenwalt, who later became the Director of the Fish and Wildlife Service.

My job there was assistant to the division chief, and I assisted him in the management of the National Wildlife Refuge Program at the Washington level.

Then, as like now, the Division of Wildlife Refuges was basically staff to the director, and we had no line of authority over the field operations. But basically made positive recommendations to the directors as it related to refuges.

I moved there in January of 1972, as assistant chief and then in April of 1973, I became the Acting Chief of the Division of Wildlife Refuges. Lynn Greenwalt had been moved upstairs to a position in the assistant director's office and I replaced him as the acting division chief. I was acting division chief from April, 1973 to May of 1974. In May of 1974, I was promoted to the job on a permanent basis as a GS15; and GS15's at that time salary was just under \$26,000.00 a year. My supervisor was Tor Marston, M. A. [Merwin A.] Marston, who was the Assistant Director for Wildlife Management. I don't think that was his exact title, but he was Assistant Director for Wildlife [Management], I guess.

Again, as the Chief of Refuges, of course we provided a staff to support to the Director for the National Wildlife Refuge System. There were three branch chiefs and I supervised and directed a staff of about 34 people. We developed an implementation of National Objectives and Policy for the Wildlife Refuge System, which at that time was 34 million acres. As we all know, it's considerably larger today.

We were involved in resource management, public recreation, which was very interesting at the time because debate was ongoing as to how much recreation should actually occur

on national wildlife refuges. So we got involved in quite a few discussions as it related to public recreation; how much would be involved, or how much we would allow.

We got involved in the land acquisition. I can remember making presentations to the Migratory Bird Conservation Commission for a new refuge acquisition. We were deeply involved in wilderness studies at the time, had staff that their primary responsibilities was wilderness studies. We also got involved in the early stages of the Alaska Native Claims Settlement Act as Chief of Wildlife Refuges.

In May of 1975, I moved to the Associate Director's Office for Fish and Wildlife Management as the acting deputy associate director. I was acting from May, 1975, until April, 1976. My supervisor at the time was Harvey K. Nelson, who was the Associate Director for Fish and Wildlife Management.

Then, in April of 1976, the program changed a little bit. My job as a deputy to Harvey Nelson was to supervise all the operations in animal damage control, migratory birds, mammals and non-migratory birds, interpretation and recreation, refuges, youth conservation corps programs, and law enforcement.

At that time the Service operated under the Program Management System, and we had offices for things such as migratory birds, mammals and non-migratory birds, and interpretation and recreation. These were actually programmatic offices that were supervised by Fish and Wildlife Management.

The other thing was, one of the really big things that happened while I was in the Fish and Wildlife Management Office was the Bicentennial Land Heritage Program [BLHP], and that came about in 1976. It was basically, I guess I can say it was politically inspired, because the people had convinced then President Ford that his environmental image needed some strengthening.

A proposal was made to provide some major funding for improvements of the National Parks. During those discussions a suggestion was made, my understanding that the suggestion was made by someone from the National Park Service that if we're going to have a program such as this for National Parks, then we should also include the National Wildlife Refuges.

Lynn Greenwalt, was then the Director, was called over to the Office of Management and Budget, where he was advised that for the next fiscal year, the upcoming fiscal year, that some 250 million dollars could be provided to the National Wildlife Refuge System for improvements, for new developments and improvements and equipment acquisition. The catch was all the information had to be provided to the Office of Management and Budget by 8 o'clock the next morning.

I recall late one afternoon receiving a call from Mr. Greenwalt, telling me, basically, not to go home that night, that we had lots of work to do. I remember calling Dave Olson, who was getting ready to go play tennis at his home in Virginia, asked him to come back

into Washington, that I needed his help. At that time, David was Chief of our Office of Programming, which was Fish and Wildlife Management's Budget Office. So he came back in and Jo Quinter from the Refuge Division was with us.

Myself and David and Jo Quinter and also Bob Peoples, I recall Bob Peoples was involved in this. Bob Peoples in the budget office in Washington, and I remember his coming by my office and asking me why I was there so late and I told him we had some work to prepare OMB [Office of Management and Budget] by the next morning, and he asked if he could help and I said he certainly could.

So we took out all the refuge planning schedules we could find and put together a program for development of the refuges amounting to 250 million dollars. I think I left the office like 5:00 a.m. the next morning or something like that, but we got the job done and the information went to Office of Management and Budget, and those were some of the first significant increases in the refuge budget in many, many years.

So that particular time sticks in my mind.

Then, in early 1975, while I was still the Deputy Associate Director for Fish and Wildlife Management, I was assigned to the Assistant Director for Administration. From January, 1975 to March, 1976, I was Acting Chief for the Denver Service Center

My primary involvement with then the assistant director, Fred White, was the recruitment of personnel, acquisition of equipment, and working with GSA [General Service Administration] to acquire suitable space for the location of the Denver Service Center.

I stayed in this job until about 1981. I was Deputy Associate Director for Fish and Wildlife Management. During this time, I was upgraded to a GS16, which at that time was called a "super grade," and that was in 1979, as I recall, early 1979. Then, in mid-1979, our classification was changed and all "super grades" like GS16-17-18, were placed in the Senior Executive Service. So, all of us who were GS16's at the time, entered the SES as ES4's, and that was due to the salary schedule of the Executive Service at that time. So I entered the Executive Service at that time, in July of 1979.

Then, in August of 1979, the Office of the Associate Director of Fish and Wildlife Management was reorganized. There had been some studies done that recommended that the National Wildlife Refuge System should receive greater stature in the organization in the Washington office.

My job was changed somewhat and I became the Deputy Associate Director for the National Wildlife Refuge System, and my job was basically supervision of the Division of Wildlife Refuges, the Division of Realty, and the Job Corp programs in Washington. My supervisor later, in the late '70's, was Richard A. Myshak, who later became the regional director in Portland.

The highlight of my career at that time was in 1979, I received the Meritorious Service Award.

While deputy associate director the other job I forgot to mention earlier that I was heavily involved with was continuation of the Alaska Native Claims Settlement Act work in Washington. Bill Reffalt was the chief in charge of that, and while I did supervise Bill, Bill basically did the work that was required for the Alaska Native Claims work. He and his staff did exemplarily jobs in relation to the Alaska Native Claims Settlement Act.

In 1981, in September of 1981, I was named the acting regional director in Twin Cities, Minnesota for Region 3. I was there from September of 1981 until February of 1982, when I moved to Atlanta as the regional director there.

Some of the things we did in Twin Cities while I was there was I represented the Service with the Canadian Wildlife Service on the Great Lakes Fishery Commission. I remember being involved in some of those meetings. The other thing I recall happening while I was in Twin Cities was the closing of the area offices. I recall having to call the three area office supervisors and advise them that the offices were being closed. To the best of my recollection, the area offices were established in the mid-'70s at some point; 1975-1976, I don't remember the exact date.

Of course, administrations changed in late 1980. Well, I guess the new President was inaugurated in January of 1981. The area offices had been under considerable study as to whether or not it was the efficient way to conduct operations, and had been under study for some time. The new director, Bob Jantzen, had entered on duty some time in mid-1981, and our new assistant secretary came onboard, Ray Arnett, also came on in mid-1981. They were interested in the area office operations and a review was made to determine whether or not that was the best way to operate.

It culminated in a decision being made in early 1982 to close those offices, and those people were assigned other jobs within the Fish and Wildlife Service. That was done over a period of time to ease the impact on those employees.

While I was in Twin Cities as acting regional director, not only involved in the Great Lake Fishery Commission, to some extent, but I recall some of the issues we got involved with. Involved with the Small Wetlands Program in Minnesota and some of the controversy involved with that and some issues on the Upper Mississippi Refuge and some at Crab Orchard [National Wildlife Refuge]. Those are a few things that I recall.

In January of 1982, I learned that I was going to be reassigned to Atlanta as the regional director there. I actually reported to duty there February 17, 1982. I entered duty there in Atlanta and my salary at the time was \$58,500.00.

In November of 1990, I was promoted to the ES5 level of the Senior Executive Service.

I recall going to Atlanta was particularly pleasing to me because earlier in my career one of the objectives I had established was to be regional director at Atlanta, and having achieved that was very satisfying personally.

My job there in Atlanta, of course, was supervise all service operations in the southeast with the exception, of course, of research, wildlife research [which was centralized], in this ten state southeast region and also the United States Virgin Islands and Puerto Rico.

I would have to say that the highlight, probably, of that period was in 1994, I received the Distinguished Service Award.

Then, September 30, 1994, I retired from the Service.

John Cornely: Jim, I understand that you were there when the current Fish and Wildlife Service patch was developed. I know when I came in 1978, we had a round patch with a salmon and a Canada goose on it. Would you, it's kind of an interesting story I think, how the new patch was developed, would you give your recollection of that?

James Pulliam: Sure. The earlier patch that the Service used was a round patch. It had a Canada goose, salmon, had a blue sky, and it was round, it was a very pretty patch, I thought. It was based on one that had been used in Alaska, if I remember correctly.

As you may recall, the Service had adopted uniforms I think sometime. . . The first one I ever saw was when I was in Wapello, Iowa, I think southwest region, unofficially had some of their personnel in uniforms. Later on the Service, I don't remember the exact year, but I do know when I went to Lacassine I was in uniform. So that probably occurred, uniforms probably in the mid-60's, maybe, my guess.

But the patch was designed pretty much on the one that had been used in Alaska. Initially it had a Bureau of Sport Fisheries and Wildlife [patch] was sort of across the shoulder seam on the left shoulder and underneath was a round patch. The strip across the shoulder said, "Bureau of Sport Fisheries and Wildlife," and the patch had the Fish and Wildlife Service Department of Interior on it and it was a round patch as I said. Later on there was a rocker underneath the round patch that had I think "BUR. [Bureau] Sport Fisheries and Wildlife."

While I was in Washington and while Lynn Greenwalt was director, so this had to be in the mid-1970's, and Nathaniel Reed, from Florida, was the assistant secretary. Mr. Reed didn't, my understanding was, and this is secondhand, I never heard him say this, but was that he did not particularly like this patch the Service had.

So he came up with the interior part of the patch as we now know it, with the mallard and the fish. The coloration was pretty much a design that either Nathaniel did or had

someone do for him, and one of the patch changed to that new design that he had come up with. One of the guys on the Refuge staff, Don Young, was toying with that new patch, trying to determine exactly how it would be fitted as a patch on the uniform itself. I don't recall whether Don was on the uniform committee or not, but I remember Don coming to my office one day, showing me a design, which is the current patch, and how he had fitted the picture part of the patch within the shield-shaped patch, which I thought was very well done, and he had colored it. I ran that by Lynn Greenwalt, who liked the design and that became the patch. And that's how that was done.

I also recall one time getting involved in a new design of the refuge officer law enforcement badge. A big complaint from the field was that the badges they were using were too heavy for the shirts. So I designed a smaller badge, somewhat based on the badge used by the National Park Service at the time and I think maybe the Forest Service. But it was a smaller badge, lighter in weight, but still had the Service logo on the interior of the badge.

I remember working with someone, and I cannot recall his name, from Property Management in Washington, we sat down one day and drew out this badge. The person from Property Management had worked for the Post Office. The Post Office had some blue coloration in the badge, and he sketched that in and suggested we add some blue to it, which we did, he took it to a contractor and they made the badges. So, no committees involved, just myself and this guy from contracting, and that's how that badge [was designed].

It was used a very short time. To my chagrin, the managers didn't particularly like the badge I designed either, and so it was again redesigned at some later date and they started using a badge very similar to the one that we use today.

John Cornely: This was what we hope is the first installment from Jim Pulliam, and recorded on May 18, 2004, at Stanley's West Arm Resort in Eagle Lake, Ontario, on the annual Harvey Nelson Fishing Trip.